



## County of Door DEPARTMENT OF SOCIAL SERVICES

County Government Center  
421 Nebraska Street  
Sturgeon Bay, WI 54235

**Roger C. Tepe, Director**  
(920) 746-2300  
(920) 746-2355 fax  
dcdss@co.door.wi.us

### Social Services Committee Meeting February 10, 2010

- 1. Call to Order:** Chair Mark Moeller called the February 10, 2010 meeting of the Social Services Committee to order at 1:00 p.m. Committee members present were Joel Gunnlaugsson, Ben Meyer, and Charles Brann. Department staff present were Roger Tepe, Bev Knutson, Doreen Weyenberg, Kay Englebert, Joanne Ator and Michael VanEss. Committee member, Marc Savard, was absent / not excused from the meeting.
- 2. Establish a Quorum:** Enough committee members were in attendance to establish a quorum (4 out of 5 members were present).
- 3. Approve Agenda:** Motion by Charles Brann, second by Joel Gunnlaugsson to adopt the agenda as posted. Motion carried.
- 4. Public Participation:** Dori Weyenberg, supervisor for the Child and Family Services Unit, introduced Jodi Van Stippen, an intern who is working on her master's degree through the UWGB / Oshkosh Social Work program. The Committee members introduced themselves.
- 5. Supervisor's Response:** No response was given due to no other public participation.
- 6. Review and Approve Minutes of Social Services Committee Meeting.** Motion to approve by Ben Meyer, subject to correcting the minutes to reflect that Committee member Charles Brann was excused and Committee member Marc Savard was absent from the January 13<sup>th</sup> meeting. Joel Gunnlaugsson seconded the motion as presented and approved the minutes of the January 13, 2010 meeting of the Social Services Committee. The motion carried unanimously.
- 7. Review and Approve Vouchers to be paid in February 2010.** Upon review and discussion, motion by Ben Meyer, second by Joel Gunnlaugsson to approve the vouchers as submitted and detailed below:

#### **Social Services**

Total Social Services expenditures submitted for approval \$ 111,722.69

#### **Senior Resource Center**

Total Senior Resource Center expenditures submitted for approval \$ 17,397.68

#### **Total Expenditures for approval**

\$ 129,120.37

The motion carried unanimously.

Per Roger Tepe, there were no budget transfers related to the 2009 calendar year closeout; so no additional action was taken under Item #7.

**8. Action: Department of Social Services Budget "White Paper."** The document "Door County Department of Social Services, White Paper – 2011 Budget, dated 02/01/10" was provided in advance to the Committee members with their agenda packet for review prior to this meeting. At last month's meeting, there was an extensive discussion on a preliminary three (3) page budget related outline, from which the "White Paper" was generated. Roger went over the document in great detail with the Committee members. Committee members suggested the following changes to the document:

Under Section III - Prior & Current Efforts At More Efficient Operation – Social Services, page two (2), third (3<sup>rd</sup>) bullet – changing the wording from 2 year college degrees to Associate degrees.

Under Section VII – System Issues Affecting Efficiency, page eleven (11), letter C – New Senior Resource Center Building, an additional bullet would be inserted: The design of the new Senior Resource Center would be made as energy efficient (LEED Certified) as possible.

Ben Meyer made a motion to approve the "White Paper" with the suggested changes and forward the document on to the County Board. Joel Gunnlaugsson seconded the motion, the motion carried unanimously.

A copy of the revised document, dated 02/10/10 has been attached to the minutes as AGENDA ITEM #8. A copy of a slightly revised Agency organizational chart is also attached.

**9. Action: Set the dates for the 2010 Public Hearings.** The Social Services Committee set the meeting dates for the upcoming 2010 Public Hearings. They are as follows: Tuesday, May 11<sup>th</sup> at 1:00 p.m. at the Government Center in the Chambers Room – Budget Public Hearing #1 for 2011; Tuesday, July 13<sup>th</sup> at 1:00 p.m. at the Government Center in the Chambers Room – Budget Public Hearing #2 for 2011; Tuesday, November 9<sup>th</sup> at 1:30 p.m. at the Government Center in the Peninsula Room – 85.21 Public Transportation Public Hearing.

The Committee took no action.

#### **10. Recurring Reports, Informational Only.**

**ADRC/Family Care:** Roger Tepe indicated that the State would work with us in setting up a single county ADRC, in the event that Kewaunee County partnered up with Manitowoc County. At this point in time, Kewaunee County is still waiting for a final decision from Manitowoc County.

In Family Care – Rolf Hanson has been hired as the Planning Director for the 7 county Northeastern Wisconsin Family Care. He has held his first district wide meeting with the Directors; and he has been to Door County for an individual meeting with Roger Tepe, Mike Van Ess, Bev Knutson, and Joe Krebsbach, Director of Community Programs. Roger also introduced Mr. Hanson to Mike Serpe, County Administrator. Rolf will be operating out of office space leased through the business incubator at NWTC in Green Bay.

An extended discussion took place with Mr. Hanson regarding facility rates versus member rates for individuals residing in CBRF's. Once Family Care rolls out, rates will be calculated based on a client's needs (member rates) versus what the facility states its

costs are (facility rate). The NEW Family Care district is in the process of hiring a Financial Director and an administrative assistant. As counties transition to Family Care, they are realizing that it is costing more to start up the program than what they had anticipated (thus requiring higher reserves than expected in advance or drawing down existing reserves more quickly than expected).

**5311 Transportation Funding:** Roger reported that he was waiting for final budget approval on the 5311 Transportation program, which would fund a shared taxi ride system with two (2) taxis. The Department of Transportation recommended this type of system versus a fixed route bus route because Sturgeon Bay did not appear to have a large enough population to support a bus system. There would be two (2) taxis running Monday – Friday from 6:00 a.m. – 10:00 p.m. and one taxi running on Saturday and Sunday from 7:00 a.m. – 7:00 p.m. The service would cover the City of Sturgeon Bay and a two (2) – five (5) mile radius around the City. A flat fee would be charged for the service. This service will be contracted out with specific requirements / guidelines.

Several existing Share Ride Taxi providers suggested that Door County may need to plan for a larger taxi system, given its population. For example, Portage County, which has a similar population, runs four (4) taxis daily and provided 100,000 rides last year.

The committee took no action.

## **11. Supervisor's Reports, Program Units, Informational Only.**

**Administrative Services.** Kay Englebert advised the Committee members that she is finalizing year end reports and tentatively speaking, looking at funds being returned to the General Fund.

**Adult Protective Services Program.** Bev Knutson reported that there are approximately 100 APS cases to enter into the State system by March 1<sup>st</sup>. The required Memorandums of Understanding with local law enforcement agencies have been signed. She described several complicated cases that the APS Social Workers are working on.

**Aging Unit / Senior Resource Center.** Bev is facilitating the Caregiver Support Group to free up some time for the Social Worker who previously performed this duty. Bev has also been meeting with individual seniors with a variety of concerns since she is now full-time at the Senior Center. The total number of meals prepared for the Nutrition Program was 31,383 in 2009. The greatest increase was in the number of frozen meals indicating that we are continuing to see the need to serve for home bound residents and to reach people in the most rural parts of our county. Donations for meals had increased by \$3279.81 in 2009 from 2008. It is also tax time at the Senior Resource Center. AARP is again preparing returns; and last year (2008) 236 people took advantage of the service. There is an increase in the number of seniors using the exercise equipment and taking advantage of a wide variety of programs that are being offered. Bev Knutson was excused at 2:55 p.m.

**Child and Family Services.** Dori Weyenberg reported to the Committee on the number of children / juveniles in placement. She also indicated that changes were taking place at the State level. For example, Act 79 passed which now requires the department to notify relatives within 30 days of removing a child from their home. There will also be different levels of foster care and training requirements for our current foster care parents. The Counties will now be submitting reports to the State for on – line publication in regards to

egregious incidents, serious injuries, child death, or suicide by a child in placement. A meeting is also taking place with the Judges and their staff on February 19th.

**Economic Support.** Effective February 1, 2010, background checks for caregivers will have to be done on a more frequent basis (every quarter). The providers do pay for part of the background check. The Energy Assistance program has seen an increase in applications. Approximately 843 households have applied for assistance so far this heating season. The average benefit per household is \$380.00 and an additional \$129.00 could be received for electric. There are also crisis funds available for those households who have received disconnect notices. Households have until May 15<sup>th</sup> to apply for energy assistance. Joanne also updated the Committee members on the FoodShare back log at the State. At a recent teleconference that Joanne had, a State representative indicated that "they (the State) were all caught up." However, when the Feds came back for a review, the situation had only improved slightly.

**Long Term Care.** Mike VanEss reported to the Committee that his unit was changing / implementing a new way of calculating rates for clients in CBRF's (Community Based Residential Facilities). We (the County) would be setting the rates for clients based on the clients needs. This is very similar to how Family Care will implement their rates (member rates). All of the local CBRF's have been notified of this new rate structure and only one facility has notified the department that they may not agree to this new payment structure. Mike and the facility are negotiating on a solution, whether it is a short term or long term solution.

The committee took no action on informational items presented.

**12. Information: Director's Report.** Roger Tepe reported to the Committee members that he has been working with the Human Resources Department and other various Department Heads on completing the 2010 – 2013 Civil Rights Compliance Plan for the County.

The committee took no action.

**13. Set Next Meeting Date:** The committee set its next monthly meeting for 1:00 p.m., Wednesday, March 10, 2010 at the Government Center in the Chambers Room.

**14. Adjournment:** Motion by Charles Brann, second by Ben Meyer to adjourn the meeting at 3:37 p.m., Motion carried.

Respectfully Submitted,

Christine Coulthurst  
Recording Secretary

APPROVED BY:



**Door County Department of Social Services  
White Paper – 2011 Budget  
Prepared - February 1, 2010  
Slightly Revised by Social Services Committee – 02/10/10**

**I. BACKGROUND**

On November 12, 2009, County Administrator Michael Serpe instructed Department Heads to have a discussion with their oversight committees and prepare a "white paper" addressing the following topics as they pertained to our individual 2011 proposed budgets:

- "Efficient service delivery – examine how your employees work individually and together to get the work done, providing options for alternative service delivery models, such as consolidation and contracting."
- "Staffing levels and structure – examine current organizational structures and reporting relationships, staffing levels, and core staff competencies. ...give options for reorganizations, reductions in staffing levels, and for rebuilding staff capabilities."

Our education / discussion process with the Social Services Committee was held on January 13, 2010.

**II. STRUCTURE OF THIS REPORT**

This report will be divided into the following sections:

- Prior and Current Efforts at More Efficient Operations – Social Services
- Current Workload and Staffing (Capacity)
- Future Anticipated Workload (Trend Lines)
- Anticipated Changes with the Implementation of ADRC / Family Care (largely speculative yet)
- System Issues Affecting Efficiency
- Summary

**III. PRIOR & CURRENT EFFORTS AT MORE EFFICIENT OPERATIONS – SOCIAL SERVICES**

At the outset, it should be made clear that the Department of Social Services has had to work continually at becoming more efficient, given years of level or declining State revenues, in combination with State - imposed levy limits on the growth in local property taxes.

Many of these changes were initially suggested by my 5 program supervisors. As the Director, I have several key roles to play in this process: (1) establish an atmosphere of trust and innovation, (2) lead by example as a "change agent", (3) facilitate communication and encourage "outside the box" thinking, and (4) offer the long – range, big picture perspective on where the department is headed. There are no benchwarmers on my management team – everyone is expected to participate fully.

During my three year tenure as Director, we are already well on our way in creating a more efficient organization. Some examples unique to Social Services are provided below:

- For several months in late 2007 / early 2008, we were not authorized to refill our receptionist position. We made do without hiring any temporary staff, but this caused significant stress for the remaining employees who had to cover these extra duties.
- We voluntarily eliminated the Challenge Program and its one FTE social worker in 2008, in anticipation of an upcoming loss in State revenue.
- Before refilling both the Receptionist and Child Care Coordinator positions in 2008, we worked with Human Resources to upgrade the minimum qualifications for those positions. As a result, we drew better quality applicants and were able to hire individuals with 2 year ~~college~~ degrees (*typically an Associate of Arts [A.A.] degree from a technical school*) and a wider range of skills, who could handle additional and more complex duties than their predecessors.
- In 2008, we were granted State permission to increase our Medical Assistance case management billing rate, allowing us to recover more State revenue against staff costs.
- Joanne Ator, Economic Support Supervisor, in 2008, redesigned and streamlined the intake process to apply for Economic Support benefits, which made it easier for our Receptionist to assist customers who walked into or called our office needing assistance.
- The County Board did not authorize refilling a Long Term Care social worker position in 2009, so we effectively downsized our line worker staff by one FTE position.
- For the first time in 2009, we began negotiating the rates we would pay towards Community Based Residential Facilities (CBRF) placements. With State approval, Mike Van Ess developed a rating system to match client care needs with an appropriate and equitable rate structure. This freed up COP funding to serve additional clients within existing allocations. Prior to that, CBRF's pretty much told the county what rate they wanted.
- Dori Weyenberg, our Child and Family Services Supervisor, met with law enforcement agencies in 2009 and convinced them to issue more citations for low level juvenile offenses, rather than refer to the Juvenile Court system. This resulted in a nearly 50% drop in referrals for formal Juvenile Court action.
- In 2009, Roger Tepe applied for Section 5311 grants from the Department of Transportation to offset some our costs for the Senior Resource Center bus, without requiring any additional county tax levy. We have applied for an even larger 5311 / 85.20 transportation grant for 2010.
- The Corrective Action Plan from GWAAR required us to create a full time supervisory position at the Senior Resource Center in 2010. We then followed with a restructuring of the Long Term Care Unit to position us for ADRC / Family Care implementation in 2011 or 2012. That whole unit will eventually be dissolved as we transition to Family Care. The Adult Protective Services function (which had been part of the Long Term Care Unit) was reassigned to Bev Knutson at the Senior Resource Center.
- We partnered with the Ted McCartney of the Maintenance Department to trade in their old 2005 Ford Taurus as part of the Social Services purchase of a new vehicle. The existing Social Services van will then be transferred to Maintenance in 2010. Effectively, the county will be purchasing one less new vehicle and getting more use out of an existing fleet vehicle.

- We have begun seeking staff and consumer input on the design of a new Senior Resource Center building (already on the Capital Improvements Plan for the last 2 years, but not yet funded). This will allow us to address the growing demands for services from that program; but allow planning for the co-location of the Senior Resource Center and the ADRC, whose functions have significant overlap.
- We are serving more shut-in seniors through our frozen meals program at the Senior Resource Center. Our central kitchen prepares extra meals during normal cooking operations, freezes those meals, and then makes them available at several locations around the county at cost, dispensed out of freezers located in various churches. The cost of the freezers themselves was covered with donations. The additional cooking time was covered by existing staff, with some very low cost added help through the Senior Aide program.
- We are talking with Joe Krebsbach at the Department of Community Programs about the need to include Developmental Disabilities staff in the future ADRC. This will permit DCP to think longer range about possible reorganizations in their system as retirements, vacancies, etc. occur simultaneously with the ADRC start-up.
- We continue to support the Memory Care Connections (dementia / memory loss) project using grants, donations, and a small amount of county controlled funding and assigned that function to the Senior Resource Center, in anticipation of its future inclusion in the ADRC.
- As our services to the elderly have improved in quantity and quality at the Senior Resource Center, our donations, trusts, and memorial gifts have gone up correspondingly. These funds allow for additional programming at no extra cost to the county.
- We have tightened internal oversight of our budgets, gotten more timely financial information out to our supervisors, and held those supervisors accountable for managing their program's portion of the overall budget. Coincidentally, we have returned money to the county's Undesignated General Fund every year since Roger Tepe became Director in 2007.
- Kay Englebert, the department's accountant, now directly supervises the accounting functions at the Senior Resource Center for consistent / accurate documentation and maximum revenue recovery.
- We purchased a new color copier / printer / scanner machine a couple years ago through Information Services, (reducing some printing costs by allowing electronic storage and transfer of documents), and giving us a lower average cost per copy.
- We brought the Electronic Monitoring program (ankle bracelet for certain juveniles whose whereabouts requires closer supervision) in house and absorbed the administrative costs and program responsibilities with existing department staff.
- With some retirements anticipated in the next few years, we have begun looking ahead at job descriptions / job qualifications to see where upgraded qualifications and / or restructuring of a position may be warranted. This is also done routinely during each employee's annual performance evaluation.

Some efficiency can be gained with a single action; while others require ongoing review and "tweaking" as circumstances and program requirements change. As Mr. Serpe noted, "Reevaluation of function and personnel is simply a part of doing business."

#### IV. CURRENT WORKLOAD AND STAFFING (CAPACITY)

Although it is common in human service type agencies to quantify and compare workload in terms of caseload size, there are distinct drawbacks in doing so. For one thing, there is no common standard of what constitutes a "unit of service" in determining caseload size.

Units of service can have variables like: (1) size of the unit (one individual vs. a family), (2) amount of time required per contact (a few minutes to several hours), (3) amount of documentation required per contact (a few keystrokes to a 20 page court report), (4) frequency of service (as needed vs. once a week / month / quarter / year), and (5) duration of service (single contact vs. 10 + years).

Therefore, since there is no common definition of what constitutes a unit of service; there is no common standard of appropriate / manageable caseload size that will apply across all program units in Social Services. Current workload for each major function in Social Services will be discussed below:

##### A. Administrative Services Unit

This unit of 3 staff serves in a support role to all the other program units. They answer the phone, greet walk-in customers, answer questions, prepare reports, perform various clerical functions, scan documents into various data bases, maintain office supplies and equipment, and perform all accounting functions for the whole department, including the Senior Resource Center. There is daily communication with the county's Finance Department, regarding reports, audits, payroll, time studies, etc.

As the economy has worsened, our waiting room has grown fuller with new customers – many of whom are in severe economic (and psychological) distress. With the split of the former State Department of Health and Family Services (DHFS) into 2 parts, there are now separate, different, and additional reports for the Department of Health Services (DHS) and the Department of Children and Families (DCF).

In total, we relate to 6 different units of State government for funding purposes: the Departments of Health Services, Children and Families, Corrections, Transportation, Administration, and the Greater Wisconsin Agency on Aging Resources (GWAAR). Most of their work has either firm deadlines or a sense of urgency from the clients who are standing there in front of you. They are managing but there is no excess capacity.

##### B. Adult Protective Services (Program)

All other programs will be discussed in relation to the unit in which they are anchored. However, Adult Protective Services (APS), otherwise known as Elder Abuse and Elder at Risk Services, is a program in transition. It had been connected previously with the Adult Services Unit, which no longer exists.

The APS function and its 1 ½ staff are assigned to the Senior Resource Center supervisor, as they now more closely align with that program area. This gives us one FTE social worker and 1 shared social worker covering a workload which is just exploding in volume. The other ½ of the shared social worker remains attached to the newly re-named Long Term Care Unit. They also handle guardianship actions when necessary, in addition to APS responsibilities.

With both older and more vulnerable seniors in Door County, these workers are already out of compliance, at least intermittently, with minimum response timelines (24 hours). This program area does not have sufficient capacity at this time and should be expanded when resources permit. Caseloads are between 2 – 3 times the recommended levels to be fully compliant.



C. **Aging Unit / Senior Resource Center (SRC)**

As a point of clarification, the Senior Resource Center is a BUILDING; but the Aging Unit and services to the elderly that we provide constitute the program. We are required to submit an Aging Plan to the State.

Since the Aging Unit was merged with the Department of Social Services in May, 2006, the demand for services has continued to grow in all areas – nutrition, transportation, information and assistance, benefits counseling, activities, exercise and wellness, etc.

However, as programming has improved, outreach and community interest have increased, and satisfaction has grown with SRC programs, the demand for more programming is also growing. We have particularly noticed an increased demand for frozen meals and home delivered meals, as more of our seniors have difficulty getting around due to health and / or transportation limitations.

Data entry requirements have grown exponentially in recent years with the new documentation requirements in the SAMS and Beacon computer systems. Funding for the next year is dependent upon accurate counting of all program participants in the current year in one or both of these computer systems. The full time staff of 7, with three part-time employees, are doing all they can directly with their limited time and with the help of a large volunteer corps. This unit is managing, but just barely in terms of getting all the required work done.

D. **Child and Family Services Unit**

This unit was downsized in 2008 when the Challenge Program formally ended, and needed to be restructured to get the work done. With intensive, directed casework and supervision, out of home placements of children have been nearly cut in ½ over the past 5 years. This saves not only staff time, but significant financial resources. Families whose children are in their own homes are much more economical to work with than when a child is placed several counties away from Door County.

We have not had a correctional placement in the last couple years – which is a testament to better management of our juvenile delinquency population by the 3 Juvenile Justice staff. Child protection referrals remain high, but manageable for the 4 full time staff in that area. Emphasis has been placed, where possible, on earlier intervention to hopefully avoid more costly services later. This unit is managing the workload; but any spike in referrals could push them back out of compliance.

E. **Economic Support Unit**

The condition of the local, State or national economy is reflected in the influx of new applicants for financial benefits as jobs have been lost, work hours cut back, homes foreclosed, and bills gone unpaid. Caseloads have gone up exponentially, especially in the last year, as the economy has struggled. This is most noticeable in the number of new families applying for Food Share benefits (Food Stamps).

There has been heavy traffic from families without health insurance (BadgerCare Plus) and adults without dependent children (BadgerCare Plus Core Plan). The State attempted to serve this latter population through a centralized Enrollment Services Center in Madison with mixed results – that resulted in unprocessed applications, delays in receiving expedited Food Stamps, or being waitlisted due to insufficient State funding. This has all brought additional work to the 5 economic support eligibility workers, the child care worker and the intake worker in this program area.

This group of staff is at full capacity with little chance of relief anytime soon. They are truly the financial “safety net” for our poorest families; and we need to support this staff in promptly helping the most vulnerable families and seniors in our community. As we approach the start-up of Family Care

and the Aging and Disability Resource Center (ADRC), there will be additional time demands for new eligibility determinations and re-determinations.

**F. Long Term Care Unit**

This small group of staff and their supervisor were formed out of what used to be called the Adult Services Unit. During the 2010 budget process, we had hoped to replace a staff position left vacant when we promoted a line worker to become the LTC Unit supervisor.

When that position not authorized for refill, these already busy 2 ½ FTE social worker positions have had to absorb most of the work of one FTE social worker. The new supervisor also retained a small caseload to help blunt the effects of this new work for the remaining staff. Cases still on the waiting list are being removed at a slower pace due to insufficient time to set up and monitor a new case. The staff are very busy right now; and do not have sufficient capacity for their assigned workload by State standards.

**G. Mandated vs. Voluntary Services**

If this exercise had been conducted 10 – 15 years ago, there would have been a larger number of “voluntary” services that could have been considered for downsizing, change, or elimination. That number is miniscule today; as we have already shut down most voluntary programming.

The only remaining voluntary programs are Parent Education (contract with Family Services), Memory Care Connections (contract with Family Centers of Door County), and the W-2 Program (contract with Women’s Employment Project). The pattern should be obvious. County staff is used to provide mandated State services; and any other remaining voluntary services have already been subcontracted out to save money.

Any consideration of cutting, reducing, or changing these subcontracted programs is a double edged sword. YES, the funding could be cut and the program eliminated. However, in many cases, the families and individuals they served would then become Department of Social Services clients, adding to the work overload that already exists for department staff. Further, these programs often delay or avoid the need for costly out of home placements, making them extremely cost effective on balance.

As long as we have funding and the program delivers a valuable (and less costly) benefit to our clientele and the community, it makes sense to retain them.

**V. FUTURE ANTICIPATED WORKLOAD (TREND LINES)**

People’s needs, demographics, funding streams, and legislative initiatives tend to drive what we refer to as “Trend Lines.” As noted above in the section on Current Workload and Staffing, our perception is that in our service arenas; at least, the workload is tending upward in volume. Keep in mind that the trend line information below will increase the expectations / demands on the Social Services Department no matter what decisions are made in the budget process.

We believe that the trend lines represent likely changes over the next 2 – 10 years for Door County.

**A. Administrative Services Unit**

- Additional documentation required to maximize State / Federal revenue recovery
- Additional and more detailed program and financial audits as programs increase in complexity

- Additional reporting requirements as we make greater use of outside grant monies to run programs, e.g. 5311 / 85.20 / and 85.21 transportation grants.
- More data systems and data to enter and manage once we roll out the ADRC and Family Care
- Continued accounting in parallel financial books, as long as we have separate Social Services and Senior Resource Center budgets in the Finance Department.
- Additional training time for all Department staff as we upgrade software to Microsoft Office 2007

B. **Adult Protective Services** (Program)

- Aging of the Door County population, especially those on fixed incomes, who will become progressively poorer and more vulnerable over time.
- Support systems for the elderly are becoming more stretched or non-existent, as adult children are busy trying to support themselves with multiple jobs or live in other communities.

C. **Aging Unit / Senior Resource Center**

- Aging of the Door County population, especially those on fixed incomes, who will become progressively poorer and more vulnerable over time.
- Support systems for the elderly are becoming more stretched or non-existent, as adult children are busy trying to support themselves with multiple jobs or live in other communities.
- Increased demand for frozen and / or home delivered meals (Meals on Wheels).
- Increased demand for adult day services (adult day care while their caregivers work), especially in Northern Door County.
- Potential demand for growth in programming with the future development of a new Senior Resource Center building.
- Additional demand for information / services once the Aging and Disability Resource Center program is started. Consumers may be more likely to visit the SRC / ADRC if they can get help with their legal / financial problems and also get a meal, have an activity, exercise, and etc. all in one trip.

D. **Child and Family Services Unit**

- Newly enacted standards for more face to face contact with children in out of home placements
- Likely return of 17 year olds to Juvenile Court jurisdiction, which will mean more new referrals and carrying cases longer than at present.
- Pilot programs for Alternative Response in Child Protection cases will likely result in procedural changes and the need for additional staff training prior to statewide implementation.
- Newly enacted standards for Foster Parent Training – which take effect in 2011.
- Newly enacted / more rigorous licensing procedures for out of home placements (levels of care).

- Newly enacted requirements for initial mental health screening on all children referred to Child Protection – with additional documentation and subsequent referrals to appropriate providers (such as the Department of Community Programs and various local counseling agencies).
- Additional documentation for all child related cases in WiSACWIS (children's State database)
- Newly enacted procedure to determine Medicaid eligibility by social workers in WiSACWIS, rather than by Economic Support workers in CARES (their State database), as is done presently.
- Additional planning time / possible system changes due to regionalization discussions now going on at the State level for all children's services.

**E. Economic Support Unit**

- Continued workload increases due to the struggling local, State, and national economies.
- Continued workload as the State struggles in managing the BadgerCare Core Plan, especially with timely Food Share (Food Stamps) processing.
- Additional background check responsibilities for child care facilities – both more layers of checking and more frequent repetition of the checks.
- Likely workload increases with the implementation of the ADRC and Family Care.
- Potential workload directly or indirectly related to State and national health care reform initiatives, e.g. BadgerCare Plus.
- Additional planning time / possible system changes due to regionalization discussions now going on at the State level regarding Income Maintenance programs.

**F. Long Term Care Unit**

- Aging of the Door County population, especially those on fixed incomes, who will become progressively poorer and more vulnerable over time.
- Support systems for the elderly are becoming more stretched or non-existent, as adult children are busy trying to support themselves with multiple jobs or live in other communities.
- Upcoming transition to ADRC / Family Care will effectively de-fund this entire program unit, leading to its dissolution on the department's table of organization.
- During the transition to ADRC / Family Care, these workers will be assisting clients making the care management transition and will be operating simultaneously in two radically different systems of care.

**VI. ANTICIPATED CHANGES WITH THE IMPLEMENTATION OF ADRC / FAMILY CARE**

Because of the sheer size of the ADRC / Family Care system re-design and the fact that it will occur as one unified effort affecting 7 counties in Northeastern Wisconsin simultaneously, I will offer some comments here in a separate section.

It will affect capacity to get the work done (and who will be doing the actual work). It will shift the trend lines noticeably for the long term care and senior populations; because one of the tenets of this change is that wait lists will eventually be abolished and all eligible consumers will get services.

Finally, it will have a major effect on money flow to the counties. For the first time in most people's memory, the State will actually take back case and financial responsibility for serving the long term care population.

**A. Aging and Disability Resource Center**

- The Aging and Disability Resource Center will be a new program that does not currently exist, whose functions are to act as the gatekeeper for the Family Care program by establishing financial and functional eligibility for those who qualify and by refer those who don't qualify for Family Care to other community services.
- There will be some new State revenue to fund the ADRC – about \$ 270,000, although by the State's estimate, this figure will under-fund the ADRC by at least 18%.
- Door County may need to hire additional ADRC staff with its own money in order to deliver all the mandated services required for an ADRC.
- The State would prefer that Door County develop an ADRC in conjunction with another county due to our relatively small size (likely partner would be Kewaunee County).
- In a multi-county ADRC with Kewaunee, we would have an incompatibility of data systems. The State will insist that those systems be made compatible. This would require one county or the other to upgrade their Information Services equipment.
- There will be a need for additional Economic Support worker time to process new / review cases.
- Negotiations with the Developmental Disabilities Unit in Community Programs will be necessary to determine and authorize the amount of staff time needed from that program unit to serve those clients in the ADRC.
- Depending on the demand, which we won't know until after start-up of the ADRC, Door County may need to support a Northern Door satellite office to serve that population closer to home.
- The degree of collaboration which will be required between Social Services and Community Programs in order to jointly operate the ADRC may bring back some urgency to reconsider the Human Services Department concept – either on a virtual or actual basis.

**B. Family Care**

- This program will eliminate the county responsibility for ongoing, long term care services for the elderly, physically disabled adults and developmentally disabled adults.
- There will be a significant reduction in State aid to Social Services (and Community Programs), as the State will take over financial and legal responsibility for the program.
- Family Care will lead to the likely elimination of the Long Term Care Unit in Social Services and some changes within the Developmental Disabilities Unit in Community Programs.

- Existing Long Term Care Unit staff may transfer to other units within Social Services, to the ADRC, become employees of the Managed Care Organization, or just resign or retire when we reach the transition point. There is clearly a potential for a significant loss of professional expertise to both Social Services and Community Programs.

## **VII. SYSTEM ISSUES AFFECTING EFFICIENCY**

I would like to conclude this report with an assortment of miscellaneous areas which may have a bearing on future overall efficiencies within the Department of Social Services. Until these areas are considered and acted on in some fashion, they potentially represent some serious INEFFICIENCY.

### **A. Financial Oversight of the Social Services Department**

- Combining the now separate budgets for Social Services and the Senior Resource Center could save the time and complexity of duplicate entry, parallel management, and separate audits. This would require leadership by the County Finance Department, as they would have to initiate this process and probably would need a new financial software package for the county.
- Consideration could also be given to the possibility of creating a "partial virtual human services department," at least at the level of common financial oversight of Social Services, the Senior Resource Center, and Community Programs by a single accounting manager.
- Currently, these duties are divided between staff from Social Services, Community Programs, and the Finance Department. This would require budgetary restructuring and a resolution of control and oversight issues for the respective departments and a clear determination of who reports to whom, for what, and how many staff would be allocated in each department structure.

### **B. Need for Resolution of Multiple Unions Situation within the ADRC**

- Although union contracts are in place through 2013, Social Services and Community Programs will need to "functionally" move closer together with the ADRC start-up in a shared staff arrangement.
- The ADRC will be likely be staffed with some current Social Services staff, some current Community Programs staff, and some staff who will have to be newly hired for that program.
- This configuration will place the Social Services Union, the Community Programs Professional Staff Union, and the Courthouse Union all in the same physical program unit, attached to the Social Services Department.
- To complicate matters, if we end up in a multiple county ADRC with Kewaunee County, they will have a 4<sup>th</sup> union and all 4 unions' personnel will be overseen by a common supervisory person who may be employed by either Door or Kewaunee County (to be determined).
- The ADRC will have a combination of professional staff (4 year college degree or more), paraprofessional staff (2 year college degree or more), and clerical / support staff (no college degree); so we would be mixing a variety of pay scales and job descriptions in one program unit.
- Some agreement will be needed with the various Door County unions until the contracts reopen in 2014 or there may be real confusion about working conditions, reporting relationships, etc. Keep in mind that the Door County ADRC is tentatively scheduled to be activated in late 2011 or early 2012, well before the current union contracts expire.

- This situation needs to be considered by Human Resources and Corporation Counsel well prior to the ADRC start-up so we know how to proceed with job postings, training, etc. with multiple unions as players in one program unit.

C. **New Senior Resource Center Building (SRC)** – at some future date

- A new building should be more cost efficient per square foot than the existing building, but there will be at least double the square footage to heat / cool / and maintain.
- Until a new SRC is built, the interim ADRC will require temporary rental space with full office equipment / computers / telephones, etc. which will all have to be moved later, assuming a new SRC is actually built. If not, there will be the long term rental expense to maintain this separate office somewhere in the Sturgeon Bay area, and possibly also at a satellite location in Northern Door County.
- A proposal for a new SRC will again be brought forth as a potential capital project on the 2011 – 2015 county CIP, with more details for the County Board's consideration.
- *From the design stage on, a new Senior Resource Center facility should be planned to be as environmentally friendly as possible (within reasonable cost parameters) using LEEDS building certification criteria as the guidelines. LEEDS stands for "Leadership in Energy & Environmental Design," and is a voluntary, consensus – based standard to support and certify successful green building design, construction and operations.*
- If the SRC remains at its current location for any extended period of time, other more serious repairs will be needed, e.g. furnace replacement, roof replacement, and kitchen upgrades for food safety and functionality, at a minimum (Ted McCartney can provide more details).

D. **Consider Creating a Human Services Department as a Legal Entity**

- The last time this was discussed in 2007 – there was insufficient interest to proceed further. About the only conclusion reached was that a potential Human Services Department should probably be limited to the merger of Social Services and Community Programs departments.
- With ADRC / Family Care no longer a distant possibility, it may be timely to reconsider for purposes of streamlining both the planning and implementation of Family Care. As it stands now, everything needs to be done in duplicate – by the two separate agencies; and neither can authoritatively speak for the other department on behalf of the whole county.
- Northeast Wisconsin Family Care (NEW – FC) has now hired a Planning Director and will soon be adding more staff as they create a Long Term Care District (requiring County Board approval in all 7 counties), possibly as early as the fall of 2010, with implementation of Family Care in at least some of the 7 counties beginning in late 2011 or early 2012 (subject to State funding).
- In our 7 county planning region for Northeast Wisconsin Family Care, 5 of the 7 counties are already Human Services Departments – Marinette, Oconto, Menominee, Brown, and Kewaunee. Only Door and Shawano counties remain with separate Social Services and Community Programs departments.
- Conversion to a Human Services Department entity is NOT a requirement to implement an ADRC / Family Care program; but it would make the planning and implementation of this and all other human services type programs easier to manage in the long run. The final decision rests with the County Board. The Directors of the two departments in Door County will make the system work whichever way the County Board decides. It is only an option.

#### E. Transportation Programming at the SRC

- Beginning in 2010, Social Services will be utilizing Federal 5311, State 85.21, State 85.20, and local levy dollars to operate our mandatory Senior Resource Center transportation system.
- Use of the grant money will give us greater flexibility to expand services with no additional county levy needed.
- Our greatest single expense in the SRC transportation program is our union driver. When this individual retires, we should consider whether this service could be delivered more economically as a subcontracted service vs. an in-house provided service.
- It should be noted that the State Aging plan requires counties to provide transportation services, but does not specify how that service is to be provided. Many counties already contract this service out to a private transportation provider.
- As the county assists the local transportation consortium in the start-up of a Shared Ride Taxi service later in 2010, this could affect SRC bus rider-ship sufficiently that the scope of that service might need to be altered anyway, possibly before the current union driver retires.
- Finally, we need to keep an open mind about the possibility of subcontracting the dispatch function of the SRC transportation program to an outside party, as this ties up valuable SRC staff time that could be better spent documenting SRC services to fully capture State revenue.

#### VIII. SUMMARY

Several conclusions may be drawn from this exercise:

- Most State mandates are not going away and may even increase in some program areas, regardless of whether any State funding follows.
- State funding will be a challenge for the foreseeable future. Door County, under existing levy limits, may at some point have to make some hard decisions about reallocating available local levy to address the most pressing needs of its people.
- In the Mission, Vision, Values and Strategic Priorities of the Door County Board of Supervisors (adopted 01/26/10), vulnerable populations like those served by Social Services and Community Programs rank 5<sup>th</sup> out of 5 strategic priorities. While the other 4 priorities (economy / financial management / water quality / and land use) are also key to the quality of life in Door County, the relatively low emphasis placed on the care of its most vulnerable citizens is concerning.
- Door County's elderly population will continue to grow in numbers and get older as more retirees move here each year. This will eventually require more staff and resources to address their needs. We need to consider this in any long range planning effort.
- Movement in the direction of closer cooperation between Social Services and Community Programs will be necessary with the ADRC and Family Care, regardless of whether any changes in financial oversight or physical merger into a Human Services Department ever occurs.
- Another element often overlooked in discussions about efficiency is what happens to the staff that remains behind after budget cuts and layoffs. Up to a point, existing staff may be able to handle some additional workload; but there will come a point where staff become disheartened,



they stop caring about the clients, they make more mistakes, or they become physically ill – in other words, burned out. Some may stay on the job in that condition but contribute very little to the organization; while others will retire early, change careers, or just walk away – sometimes taking decades of invaluable experience with them.

- On a larger scale, when burnout among employees becomes more common, those errors and missteps can translate into agency / county liability for poor performance, and at the extreme, to financial sanctions for missing deadlines, not completing work in a timely manner, failing audits, not protecting children, etc.
- In the midst of this discussion on efficiency, Social Services will soon have to upgrade much of its computer technology, as this is how our fellow county agencies, the State of Wisconsin, and the outside world communicate with us. Some of our older computers may not even be able to run Microsoft Office 2007.
- The Social Services Committee, after hearing the full range of services provided by this Department, came to realize the danger of chasing “efficiencies” at the expense of reduced services to people. They were genuinely concerned about what would happen to the quality and quantity of services, if efficiency alone were allowed to trump good professional judgment in making decisions about which programs to fund and which programs to cut.

I hope that the readers of this document will understand the intent with which it is written.

**It is intended to demonstrate that Social Services is a department continually trying to balance the quantity and quality of services with the most efficient use of resources possible.** We try to address some of the community’s most intractable problems and improve the lives and functioning of the county’s most at risk and vulnerable citizens – the economically disadvantaged, children, the physically disabled, the frail elderly, and seniors.

I hope you find this “white paper” helpful as you go forward in consideration of the 2011 county budget.

Roger C. Tepe, Director  
Door County Department of Social Services

# DOOR COUNTY DEPARTMENT OF SOCIAL SERVICES

**Finalized Organizational Chart for 2010**  
**(Following approval of the County Budget on 11/02/09)**

